

Message Text

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ACTION OPR-02

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R 200945Z JAN 78
FM AMCONSUL STUTTGART
TO CINCUSAREUR HEIDELBERG
USCINCEUR VAIHINGEN
AMEMBASSY BONN
AMCONSUL BREMEN
AMCONSUL DUSSELDORF
AMCONSUL FRANKFURT
AMCONSUL HAMBURG
AMCONSUL MUNICH
USMISSION USBERLIN
INFO SECSTATE WASHDC 4101

C O N F I D E N T I A L SECTION 1 OF 2 STUTTGART 107

USAREUR FOR POLAD AND AEAGC-PC; CINCEUR FOR POLAD, J-3 AND J-5;
BONN FOR ADMIN AND POL

E. O. 11652: GDS
TAGS: AEMR GW
SUBJ: COORDINATION BETWEEN CIVILIAN AND MILITARY AUTHORITIES
ON E&E/NEO PLANNING FOR GERMANY

REF: STUTTGART 038 (NOT SENT STATE)

1. SUMMARY. THE NEED TO COMPLETE PROCESS OF CIVIL-MILITARY
COORDINATION ON E&E/NEO PLANNING WAS DISCUSSED AT THE USFLO
CONFERENCE AT USAREUR, HEIDELBERG, JANUARY 18. MY PRESENTA-
TION ON THE SUBJECT AS ELG CHAIRMAN IS ENCLOSED. GENERAL
BLANCHARD AND THE CONSULS GENERAL PRESENT AGREED THAT THEIR
VIEWS SHOULD BE SUBMITTED TO THE EMBASSY NOW TO ASSIST THE
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EMBASSY AND REPRESENTATIVES FROM THE CONSULATES GENERAL AND
MILITARY COMMANDS IN PREPARING FOR THE DISCUSSION OF E&E
PLANNING PROJECTED BY THE EMBASSY FOR MID-MARCH. END SUMMARY

2. MY PRESENTATION ON THIS SUBJECT AT THE USFLO CONFERENCE
WAS ESSENTIALLY AS FOLLOWS:

A. THE PROBLEM OF COORDINATION CIVILIAN AND MILITARY PLANNING FOR EMERGENCIES AND EVACUATION HAS SEVERAL DIMENSIONS. AT THE INTERNATIONAL (NATO) LEVEL ONE SHOULD BEAR IN MIND WHAT HAS BEEN AGREED AND WHAT REMAINS TO BE ACCOMPLISHED. WITH RESPECT TO REFUGEES, NATO CONFIDENTIAL DOCUMENT/C-M (77) 52 STATES:

1) THAT NATO "STAY PUT" POLICY MEANS THAT "ON THE EUROPEAN CONTINENT EVERY EUROPEAN MEMBER COUNTRY WILL DO EVERYTHING IN ITS POWER TO STOP REFUGEES IN THEIR OWN COUNTRY AND ESPECIALLY TO PREVENT THEM FROM PASSING FROM ONE COUNTRY TO ANOTHER."

2) "REFUGEES" ARE DEFINED AS "PERSONS WHO MOVE FROM THEIR RESIDENCES OF THEIR OWN VOLITION, SPONTANEOUSLY AND CONTRARY TO THE AIMS OF THE STAY PUT POLICE."

3) ON THE OTHER HAND, "EVACUEES" ARE DESCRIBED AS PERSONS "LIVING IN A NATO COUNTRY WHO HAVE BEEN ORDERED OR AUTHORIZED TO MOVE BY COMPETENT AUTHORITIES." WE ARE CONCERNED HERE WITH EVACUEES -- NOT WITH REFUGEES -- EXCEPT TO ASSURE THAT OUR CITIZENS DO NOT UNINTENTIONALLY DRIFT INTO THE REFUGEE CATEGORY.

WHEREAS "STAY PUT" APPLIES TO REFUGEES, PARAGRAPH 9 OF AFOREMENTIONED NATO DOCUMENT POINTS OUT THAT "THIS DOCUMENT DOES CONFIDENTIAL

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NOT IN ANY WAY WHATEVER RESTRICT THE RIGHT OF NATIONAL AUTHORITIES TO PLAN AND CARRY OUT EVACUATIONS OF CIVILIAN POPULATION ON THEIR TERRITORY." ONE MIGHT JUSTIFIABLY CONCLUDE THAT THE PLANNING FOR ORGANIZED SPONSORED EVACUATIONS IS NOT ONLY AUTHORIZED BUT, ACCORDING TO PARAGRAPH 12, SHOULD BE THE SUBJECT OF BILATERAL CONSULTATIONS AND AGREEMENTS. ALL OF THIS MIGHT BE SOMEWHAT CONFUSED IN THE MINDS OF VARIOUS NATO AND FEDERAL AUTHORITIES WHO ARE NOT SPECIFICALLY CONCERNED WITH THE SUBJECT, POSSIBLY BECAUSE OF THE LACK OF DISTINCTION IN THEIR MINDS BETWEEN UNORGANIZED REFUGEE AND ORGANIZED EVACUATION MOVEMENTS. THIS IS SOMETHING THAT MIGHT NEED BE CLARIFIED AT THE FEDERAL LEVEL AND BE TAKEN UP AT THE E&E/NEO MEETING AT THE EMBASSY IN BONN IN MARCH.

B. MEANWHILE, AT THE FEDERAL LEVEL IN BONN, WE ALL KNOW THAT OUR EMBASSY HAS PROVIDED A GOOD "UMBRELLA" PLAN FOR COORDINATION OF EVACUATION IN THE FEDERAL REPUBLIC (BONN A-342, 10/31/77 - PART I - EMBASSY BONN COUNTRY PLAN). HOW THIS IS INTEGRATED WITH GERMAN CIVILIAN EMERGENCY PLANS AND NEO SHOULD ALSO BE DISCUSSED AT THE MARCH MEETING. OTHER POSSIBLE TOPICS WOULD BE THE BEST APPROACH FOR DEALING WITH TRANSIT PORTAL BORDERS WITH ADJACENT COUNTRIES, AND THE QUESTION OF SAFEHAVEN. SUC-

CESSFUL DEVELOPMENT OF COMPLETE MILITARY CIVILIAN COORDINATION FOR AN ACTUAL E&E SITUATION DEPENDS ON REACHING A CLEARER UNDERSTANDING AT THE ABOVE INTERNATIONAL AND FEDERAL LEVELS. AS ELG CHAIRMAN, I CONSIDER SUCH CONTINGENCY PLANNING AT ALL LEVELS IMPORTANT. OF COURSE, ONE MUST IMPROVISE IN ACTUAL SITUATIONS; BUT IT IS BETTER TO IMPROVISE ON THE BASIS OF INTERNATIONAL UNDERSTANDINGS AND CONTINGENCY PLANNING ALTERNATIVES.

C. IT BEHOOVES US AT THIS USFLO MEETING TO FOCUS ON IMMEDIATE PROBLEMS THAT WE IN THE MILITARY COMMANDS AND CONSULATES GENERAL CAN RESOLVE AT THE LOCAL OR REGIONAL LEVELS.

1) THE FIRST OF THESE LOCAL PROBLEMS IS OUR ABILITY TO MESH
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CONSULATE GENERAL PLANS WITH THE NEO PLANNING OF THE MILITARY COMMANDS. I MIGHT BE IN ERROR BUT I THINK MILITARY COMMANDS HAVE COPIES OF THE PLANS OF THE EMBASSY AND THE CONSULATES GENERAL. HOWEVER, ALL CONSULATES GENERAL DO NOT HAVE THE MILITARY NEO PLANS WHICH PERTAIN TO THEIR CONSULAR DISTRICTS. I SUGGEST THAT THERE BE A TIMELY EXCHANGE OF THESE NEO AND E&E PLANS ALONG WITH THE NAMES, ADDRESSES AND TELEPHONE NUMBERS OF THE OFFICERS RESPONSIBLE IN THE CONSULATES GENERAL AND THE MILITARY COMMANDS.

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C O N F I D E N T I A L SECTION 2 OF 2 STUTTGART 107

USAREUR FOR POLAD AND AEAGC-PC; CINCEUR FOR POLAD, J-3 AND J-5;
BONN FOR ADMIN AND POL

2. THERE IS UNCERTAINTY AMONG SOME OF THE CONSULATES GENERAL
-- CERTAINLY AT THE CONSULATE GENERAL STUTTGART -- CONCERN-
ING THE LOCATION OF CERTAIN MILITARY ROUTES, ASSEMBLY AREAS
AND EVACUATION POINTS (AIRFIELDS, ETC.) FOR USE BY NONCOMBAT-
ANTS IN THE EVENT THAT THE CIVILIAN OPERATION IS INTEGRATED
INTO THAT OF THE MILITARY. FOR EXAMPLE:

A) FOR THE 7TH CORPS IN STUTTGART'S NORTH WUERTTEMBERG AREA
WE KNOW THAT THE ASSEMBLY AREA IS NELLINGEN BARRACKS AND THE
AIRFIELD IS ECHTERDINGEN. THIS PERMITS US TO PREPARE OUR FORM
LETTERS AND/OR CONTINGENCY AFN RADIO BROADCAST TO TELL POTEN-
TIAL US CIVILIAN EVACUEES TO GO TO NELLINGEN AND FOR US TO
HAVE OUR PROCESSING CONSULAR PERSONNEL AT NELLINGEN AND ECH-
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TERDINGEN.

B) BUT WITH RESPECT TO NORTH BADEN, EMBRACING KARLSRUHE, MANN-
HEIM, AND HEIDELBERG, WE ARE NOT SURE WHERE THE 21ST SUPPORT
COMMAND WOULD HAVE US ASSEMBLE AND FROM WHAT AIRFIELDS PRIVATE
AMERICAN CITIZENS WOULD BE EVACUATED.

3) LOCAL COORDINATION WITH GERMAN MILITARY AND CIVILIAN
AUTHORITIES IS A THIRD PROBLEM, PARTIALLY HANDICAPPED BY LACK
OF FULL INFORMATION AND COORDINATION BETWEEN THE FEDERAL AND
STATE LEVEL AUTHORITIES. HOWEVER, AS I READ NATO DOCUMENT
AC/23/D/653 (PAGE F-4), TRANSLATED FROM THE GERMAN, REGARDING
CONTROLLED POPULATION MOVEMENTS (I.E. EVACUEE OPERATIONS),
THERE IS PROVISION FOR COORDINATION. IN FACT, PARAGRAPH 12
PROVIDES, "CONTROLLED EVACUATION MOVEMENTS CALL FOR A WIDE
PLANNING DEVELOPED IN PEACETIME ... A CLOSE COOPERATION OF ALL
COMPETENT SERVICES, MILITARY AS WELL AS CIVILIAN, IS INDIS-
PENSABLE." THEN PROVISIONS ARE MADE IN SUBSEQUENT PARAGRAPHS
FOR DEALING WITH SUCH MATTERS AS TRANSPORTATION, SUPPLY OF
FOODSTUFFS, DISTRIBUTION OF FUEL, ETC. CONSEQUENTLY IT WOULD
SEEM HIGHLY DESIRABLE FOR THE CONSULATES GENERAL AND THE
APPROPRIATE COMMANDS TO GET TOGETHER REGARDING A COORDINATED
APPROACH TO LOCAL CIVILIAN AND MILITARY AUTHORITIES ON THESE
MATTERS. I SUGGEST THAT WE IDENTIFY PERSONS ON THE SIDES

OF BOTH STATE AND DEFENSE (THAT IS THE CONSULATES GENERAL AND THE APPROPRIATE MILITARY COMMANDS) TO DETERMINE THE MODALITIES AND TIMING OF SUCH A JOINT APPROACH.

D. I THINK IF WE GO AT THESE THREE KEYPOINTS AT THE REGIONAL LEVEL WE WILL BE THAT MUCH AHEAD OF THE GAME. MOREOVER WE WILL BE IN A POSITION TO MAKE SPECIFIC CONTRIBUTIONS AT THE FEDERAL LEVEL SPONSORED BY THE EMBASSY AT BONN IN MARCH. (END OF PRESENTATION)
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3. THERE WAS GENERAL AGREEMENT AT THE USFLO MEETING AT HEIDELBERG THAT WE SHOULD PROCEED ALONG THESE LINES, AND THAT THIS PRESENTATION SHOULD BE SUBMITTED TO THE EMBASSY NOW AS A CONTRIBUTION TO PREPARE FOR THE CONFERENCE IN MARCH -- WITH THE CAVEAT INTRODUCED BY CERTAIN CONGEN AND USFLO REPRESENTATIVES THAT TO AVOID ADVERSE PUBLIC REACTION LOCALLY, THAT POSSIBLY THE DEFENSE MINISTRY IN BONN SHOULD INITIATE THE GERMAN AMERICAN EXCHANGE. IT MIGHT BE DECIDED, AT THE MARCH MEETING IN BONN WHETHER THE EMBASSY SHOULD ASK THE FRG TO ADVISE THE LAENDER AND GERMAN COMMANDS TO CONTACT THE REGIONAL AMERICAN MILITARY AND CIVILIAN AUTHORITIES, OR WHETHER THE US COMMANDS AND CONSULATES GENERAL SHOULD INITIATE THESE CONTACTS. ALTHOUGH, AS WAS POINTED OUT, GERMAN AUTHORITIES COULD WELL BE "SENSITIVE" TO DISCUSSION OF E&E/NEO PLANNING, WE SHOULD ALSO REMEMBER THAT THE 1972 NATO DOCUMENT ON THIS SUBJECT CITED ABOVE (2.C.3) ANTICIPATES SUCH COORDINATION BETWEEN US AND GERMAN AUTHORITIES. THE FACT THAT THE ORIGINAL LANGUAGE OF THIS DOCUMENTS WAS GERMAN IS RELEVANT. MOREOVER, THE EMBASSY HAS BEEN IN TOUCH WITH THE MINISTRY OF FOREIGN AFFAIRS ON THIS MATTER, AND THUS WE SHOULD HAVE A GOOD BASIS FOR DISCUSSION AT THE MEETING IN BONN.

4. RECOMMENDATIONS:

A) THAT CONGENS AND MILITARY COMMANDS BEGIN COORDINATION ON INTEGRATING E&E AND NEO PLANS PER PARAGRAPHS 2C-1, 2 AND 3.

B) EMBASSY BONN PLACE QUESTIONS OF LOCAL GERMAN-AMERICAN COORDINATION ON MARCH MEETING AGENDA OR INSTRUCT SPECIFICALLY NOW ON SUCH COORDINATION.

C) EMBASSY BONN ALSO PLACE ON MARCH MEETING AGENDA DEFINITIVE CONSIDERATION OF INTERNATIONAL UNDERSTANDING REGARDING TRANSIT AND SAFEHAVENS IN NEIGHBORING COUNTRIES, AS WELL AS SPECIFICS REGARDING BONN LEVEL GERMAN-AMERICAN COORDINATION.
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